

Message Text

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QUOTE

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FOR ENDERS FROM KATZ

E.O. 11652:

TAGS: ENRG, IT

SUBJECT: US-ITALY BILATERAL ENERGY WORKING GROUP: US
WORKING PAPER FOR JUNE 28 MEETING

1. AT THE MAY 12 MEETING OF THE US-ITALIAN ENERGY WORK-
ING GROUP THE ITALIAN DELEGATION SUBMITTED A WORKING
PAPER CONTAINING A NUMBER OF PROPOSALS FOR US ASSISTANCE
WHICH WE AGREED TO REVIEW AND TO COMMENT UPON. THIS
MESSAGE CONTAINS US WRITTEN RESPONSE TO THE ITALIAN
PAPER AND SHO;LD BE DELIVERED TO MFA ENERGY COORDINATOR,
MINISTER GIOVANNI MIGLIUOLO IN ADVANCE OF THE JUNE 28
MEETING OF THE BILATERAL ENERGY WORKING GROUP.

2. BEGIN TEXT. THE UNITED STATES WELCOMES THE CONSTRUC-
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TIVE ROLE ITALY HAS PLAYED IN THE ACTIVITIES OF THE
INTERNATIONAL ENERGY AGENCY. WE ARE COGNIZANT OF ITALY'S
HEAVY DEPENDENCE ON IMPORTED OIL TO SUPPLY ITS ENERGY
REQUIREMENTS AS WELL AS THE FACT THAT IT POSSESSES FEW

ALTERNATIVE FOSSIL FUEL ENERGY SOURCES. WE STRONGLY SUPPORT THE DECISION OF THE ITALIAN GOVERNMENT TO UNDERTAKE A NUCLEAR POWER PLANT PROGRAM WHOSE OBJECTIVE IS TO LESSEN DEPENDENCE ON IMPORTED OIL.

3. IT IS FOR THESE REASONS WE HAVE AGREED TO THE ITALIAN PROPOSAL FOR A BILATERAL ENERGY WORKING GROUP TO DISCUSS

ISSUES RELATED TO THE ITALIAN NUCLEAR PROGRAM. WE TRUST THAT SUCH A FORUM WILL HELP IDENTIFY AREAS IN WHICH WE MIGHT COOPERATE AND EXCHANGE VIEWS REGARDING QUESTIONS RELATING TO THE NUCLEAR FUEL SUPPLY CYCLE AND THE FINANCING OF REACTOR CONSTRUCTION. AT THE SAME TIME WE WOULD NOTE THAT THE CHOICES AND DECISIONS CONFRONTING ITALY IN PLANNING ITS NUCLEAR PROGRAM ARE FACED BY VIRTUALLY ALL COUNTRIES WHICH HAVE COMMITTED THEMSELVES IN THE NUCLEAR SECTOR TO REMEDY A GROWING DEPENDENCE ON OIL IMPORTS. SUCH IS THE CASE FOR MOST OF THE IEA COUNTRIES. THE EUROPEAN COMMUNITY, FOR EXAMPLE, HOPES THAT NUCLEAR POWER WILL GENERATE ABOUT ONE-QUARTER OF ITS ELECTRICITY BY 1985, JAPAN A THIRD, AND THE US PERHAPS A THIRD. THE PROBLEMS OF FINANCING AND ASSURING AN ADEQUATE NUCLEAR FUEL SUPPLY CYCLE CONFRONT US ALL.

4. THE UNITED STATES PROPOSED AT THE RECENT IEA MINISTERIAL MEETING THAT THE AGENCY MOVE URGENTLY AND DECISIVELY ON A COOPERATIVE NUCLEAR PROGRAM WHICH WOULD ADDRESS THE FOLLOWING KEY ISSUES IN THE NUCLEAR FIELD:

-- ENSURING THAT NEEDED URANIUM ENRICHMENT FACILITIES ARE CONSTRUCTED ON SCHEDULE;

-- INTENSIFYING JOINT EFFORTS IN MAPPING AND ANALYZING FUTURE DEMAND AND SUPPLY OF FUEL;

-- JOINTLY PROJECTING CAPITAL REQUIREMENTS OF THE LIMITED OFFICIAL USE
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NUCLEAR SECTOR FOR THE NEXT DECADE AND CONSIDERING HOW OUR GOVERNMENTS, INDIVIDUALLY AND COOPERATIVELY, CAN ASSIST IN MEETING THOSE TOTAL REQUIREMENTS;

-- EVALUATING THE ISSUE OF PLUTONIUM REPROCESSING, RECYCLING AND STORAGE;

-- UNDERTAKING INTENSIVE EFFORTS TO IMPROVE THE SAFETY AND SECURITY OF NUCLEAR MATERIALS, EQUIPMENT AND OPERATION; AND

-- DEVELOPING BALANCED INFORMATION PROGRAMS TO BRING

PERCEPTIONS OF THE RISKS AND BENEFITS OF NUCLEAR ENERGY IN LINE WITH REALITY.

5. WE INTEND IN THE WEEKS AHEAD TO SPELL OUT TO OUR AGENCY PARTNERS THE SUBSTANCE OF THE ABOVE PROPOSALS.

AT THE SAME TIME WE LOOK FORWARD TO INTENSIFYING OUR BILATERAL COOPERATION WITH ITALY IN THE ENERGY SECTOR, YEEKING TO IDENTIFY POTENTIAL AREAS IN WHICH WE CAN DEVELOP CLOSER BILATERAL COOPERATION. IN THIS REGARD WE ARE PLEASED TO NOTE THAT A BILATERAL AGREEMENT ON COOPERATION IN THE FIELD OF GEOTHERMAL ENERGY RESEARCH AND DEVELOPMENT WAS CONCLUDED BETWEEN THE US AND ITALY JUNE 3. THIS AGREEMENT SERVES TO UNDERLINE THE MUTUAL BENEFITS OF BILATERAL ENERGY COOPERATION BETWEEN OUR TWO COUNTRIES. WE ALSO LOOK FORWARD TO DEVELOPING ADDITIONAL CONCRETE COOPERATIVE PROGRAMS WITH ITALY IN THE ENERGY R & D AREA AS WELL AS IN GENERAL ENERGY COOPERATION.

6. FOLLOWING IS AN INITIAL UNITED STATES RESPONSE TO SPECIFIC ISSUES RAISED IN THE ITALIAN WORKING PAPER SUBMITTED AT THE MAY 12 MEETING OF THE BILATERAL ENERGY WORKING GROUP.

7. SUPPLY OF NATURAL URANIUM. THE GOVERNMENT OF THE UNITED STATES SHARES ITALY'S CONCERN THAT THE INTERNATIONAL MARKET FOR NATURAL URANIUM IS IN A STATE OF XLUX AND THAT STEEP INCREASES IN THE PRICE OF URANIUM LIMITED OFFICIAL USE
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HAVE TAKEN PLACE OVER THE PAST YEAR.

8. ACCELERATED NATIONAL NUCLEAR POWER PROGRAMS AND INADEQUATE LEVELS OF KNOWN LONG-TERM SUPPLY TO MEET THESE NEW LEVELS OF DEMAND HAVE UNDOUBTEDLY CONTRIBUTED TO THESE PRICE INCREASES.

9. THE US GOVERNMENT HAS NO EVIDENCE OF CARTEL ARRANGEMENTS AMONG US URANIUM PRODUCERS AND NEITHER IT NOR, TO THE BEST OF ITS KNOWLEDGE, ANY US PRODUCERS ARE PARTY TO ANY UNDERSTANDINGS RELATED TO PRICES OR EXPORT LEVELS AMONG URANIUM PRODUCING COUNTRIES.

10. IN REGARD TO ITALIAN ACCESS TO SOURCES OF URANIUM IN THE UNITED STATES, WE ARE PLEASED TO RECONFIRM THAT THERE ARE NO BARRIERS TO ITALIAN PARTICIPATION IN THE EXPLORATION AND MINING OF URANIUM OR, TO THE EXPORT OF NATURAL URANIUM FROM THE US UNDER APPROPRIATE LICENSING AND SAFEGUARD ARRANGEMENTS. AS WE HAVE NOTED IN THE PAST,

THE MINING AND MARKETING OF NATURAL URANIUM IN THE US FOR THE PRODUCTION OF NUCLEAR FUEL IS THE RESPONSIBILITY OF PRIVATE INDUSTRY.

11. ITALY MAY THEREFORE WISH TO STUDY OPPORTUNITIES FOR PARTICIPATION IN US URANIUM EXPLORATION OR MINING ACTIVITY, A STEP THAT HAS ALREADY BEEN TAKEN BY SOME NON-US COMPANIES.

12. THE US IS SYMPATHETIC TO ITALIAN NEEDS FOR SECURE SUPPLIES OF NATURAL URANIUM AND HAS BEEN RESPONSIVE TO THESE NEEDS IN USING THE US URANIUM STOCKPILE UNDER ITS "SPLIT-TAILS" MODE OF ENRICHMENT OPERATION (FOOTNOTE 1- THE "SPLIT-TAILS" MODE OF OPERATION INVOLVES THE ENRICHMENT CUSTOMER DELIVERING ONLY THE AMOUNT OF FEED THAT IS REQUIRED TO OPERATE THE ENRICHMENT PLANT WITH A TAILS ASSAY OF 0.2. THE US GOVERNMENT ACTUALLY OPERATES THE PLANTS WITH A TAILS ASSAY OF 0.3 THUS REQUIRING MORE FEED MATERIAL. THIS SUPPLEMENTARY FEED MATERIAL IS BEING SUPPLIED FROM THE US GOVERNMENT STOCKPILES. THUS, CUSTOMERS FOR US ENRICHMENT SERVICES ARE RECEIVING A LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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SIGNIFICANT PORTION OF THE NATURAL URANIUM REQUIRED TO PRODUCE THEIR ENRICHED MATERIAL FROM THE U.S. STOCKPILE. ON THE BASIS OF VIEWS EXPRESSED BY A NUMBER OF ENRICHED URANIUM USERS INCLUDING ITALY, ERDA HAS DECIDED RECENTLY TO EXTEND THIS OPERATION FOR AN ADDITIONAL PERIOD.) FOR SUPPLEMENTING NATURAL URANIUM FEED SUPPLIED BY ENEL FOR ENRICHMENT FOR ITS ENEL IV AND ENEL V REACTORS. ERDA IS ALSO COMMITTED TO SUPPLY NATURAL URANIUM FEED UTILIZED IN THE PRODUCTION OF ENRICHED URANIUM FUEL FOR THE GARIOLIANO REACTOR THROUGH 1983 AND THE TRINO REACTOR THROUGH 1984. IT SHOULD BE NOTED, HOWEVER, THAT THE URANIUM STOCKPILE WILL BE LARGELY DISPOSED OF BY 1976 UNDER THE SPLIT-TAILS OPERATION AND THE US/PRE-PRODUCTION OF ENRICHED URANIUM.

13. ESTIMATES OF US NATURAL URANIUM REQUIREMENTS AND RESOURCES OVER THE NEXT 25 YEARS INDICATE THAT DOMESTIC RESOURCES WILL NOT BE ADEQUATE TO MEET DOMESTIC DEMAND TOWARD THE END OF THIS PERIOD. THUS, PROBLEMS SIMILAR TO THOSE FACING ITALY WILL ALSO FACE US UTILITIES WITH NUCLEAR POWER PROGRAMS.

14. WHILE ADDITIONAL URANIUM RESERVES WILL BE FOUND AND DEVELOPED, THE EXTENT OF ANY FUTURE INCREASE IN THE US SUPPLY-DEMAND BALANCE WILL DEPEND SIGNIFICANTLY ON FACTORS SUCH AS THE DATE OF COMMERCIAL INTRODUCTION OF THE BREEDER REACTOR, USE OF PLUTONIUM RECYCLE, ACTUAL RATE OF DOMESTIC NUCLEAR POWER GROWTH AS COMPARED WITH

CURRENT PROJECTIONS, SUCCESS OF URANIUM EXPLORATION
ACTIVITIES AND THE FUTURE ECONOMIC RECOVERY PRICE OF
URANIUM.

15. IN VIEW OF THESE UNCERTAINTIES AND THE RAPID
DRAW-DOWN OF THE US GOVERNMENT STOCKPILE, WE REGRET THAT
THE U.S. HAS NO BASIS TO GRANT EITHER DOMESTIC OR OVER-
SEAS CUSTOMERS ACCESS TO THE LIMITED U.S. STOCKPILE
BEYOND THE ARRANGEMENTS DESCRIBED ABOVE. THE US WILL,
HOWEVER, EXERT ITS BEST EFFORTS TO CONTINUE TO PROVIDE
SUPPLEMENTARY FEED IN THE EVENT ITALIAN CUSTOMERS ARE
UNABLE TO DEVELOP FEED SOURCES THROUGH COMMERCIAL ARRANGE-
MENTS.

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16. WITHIN THE CONTEXT OF ENERGY WORKING GROUP COOPERA-
TION IN THE AREA OF NATURAL URANIUM, THE UNITED STATES
IS PREPARED TO PROVIDE TECHNICAL ADVICE AND ASSISTANCE
TO ITALY IN CARRYING OUT ITS URANIUM EXPLORATION PROGRAMS
AND DEVELOPING ITS URANIUM RESOURCES. THIS MIGHT BE DONE
BY ESTABLISHING AN INFORMAL SUB-GROUP UNDER THE ENERGY
WORKING GROUP WHICH COULD PROVIDE A MECHANISM FOR MAKING
AVAILABLE EXPERTS FOR SHORT TERM VISITS AND PROGRAM
REVIEWS CONSISTENT WITH AVAILABILITY OF SUCH PERSONNEL
WITH THE OBJECTIVE OF EXPEDITING THE DEVELOPMENT OF
ADDITIONAL URANIUM SUPPLIES THROUGHOUT THE WORLD. SUCH
COOPERATION AND ASSISTANCE WILL BE PROVIDED WITHOUT ANY
REQUIREMENT THAT THE RESOURCES DEVELOPED BE MADE AVAILABLE
TO THE UNITED STATES. WE WISH ALSO, HOWEVER, TO CONTINUE
TO EMPHASIZE THE IMPORTANCE OF INTERNATIONAL COOPERATION
IN THIS AREA THROUGH APPROPRIATE INTERNATIONAL AGENCIES
SUCH AS IAEA, IEA, AND NEA. COOPERATIVE PROGRAMS IN
URANIUM EXPLORATION TECHNOLOGY HAVE BEEN PROPOSED FOR THE
NEA AND ARE NOW BEING DEVELOPED WITHIN THE IEA R & D
SUBGROUP.

17. SUPPLY OF ENRICHED URANIUM. SECRETARY KISSINGER IN
HIS MAY 27 SPEECH AT THE IEA MINISTERIAL MEETING STRESSED
THE IMPORTANCE OF ENSURING THAT NEEDED URANIUM ENRICH-
MENT FACILITIES ARE CONSTRUCTED ON SCHEDULE. IN THIS
REGARD HE STATED THAT THE UNITED STATES RECOGNIZES ITS
RESPONSIBILITY TO CONTINUE PROVIDING NUCLEAR FUEL UNDER

LONG TERM CONTRACT AND NOTED THAT A US DECISION ON
NEW CAPACITY IS IMMINENT.

18. WE ARE PLEASED TO INFORM YOU THAT THE PRESIDENTIAL
DECISION TO INCREASE US ENRICHMENT CAPACITY IS SCHEDULED
FOR THE WEEK OF JUNE 23. THIS DECISION WILL ENABLE
ADDITIONAL ORDERS FOR ENRICHMENT SERVICES TO BE PLACED
IN THE US. AT THE JUNE 29 MEETING, WE WILL BE PLEASED

TO PROVIDE THE DETAILS OF THE PRESIDENTIAL DECISION, AND
TO EXPLAIN HOW THIS DECISION WILL ENSURE AN UNINTERRUPTED
CAPABILITY FOR MEETING ITALY'S URANIUM ENRICHMENT NEEDS.
SUPPLY OF ENRICHING SERVICES FROM EXISTING US FACILITIES
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TAKES PLACE UNDER LONG-TERM CONTRAVTY WHICH PROVIDE
UNUSUALLY FAVORABLE CONDITIONS TO THE CONSUMER, AND WHICH
ENSURE NON-DISCRIMINATORY TERMS AND CONDITIONS TO DOMES-
TIC AND OVERSEAS USERS.

19. REPROCESSING OF SPENT FUEL. WE FULLY APPRECIATE
ITALY'S INTEREST IN REPROCESSING AND WASTE DISPOSAL
TECHNOLOGY. REGARDING WASTE DISPOSAL TECHNOLOGY ERDA
HAS AN ACTIVE TECHNOLOGY DEVELOPMENT PROGRAM UNDERWAY,
AND ERDA WILL BE PLEASED TO MAKE ARRANGEMENTS FOR CLOSE
CONTACT BETWEEN SCIENTISTS OF ITS PROGRAM AND THEIR
ITALIAN COUNTERPARTS. WE ARE ALSO PLEASED TO NOTE THAT
A COOPERATIVE PROGRAM IN NUCLEAR WASTE MANAGEMENT IS
NOW BEING ARRANGED BY THE IEA, UNDER ITS R & D SUBGROUP
WITH NEA EXPECTED TO SERVE AS THE LEAD AGENCY. THE
ACTIVE PARTICIPATION OF ITALY IN THIS PROGRAM, TO
WHICH THE US PLANS TO BE AN IMPORTANT CONTRIBUTOR, WILL
BE MOST WELCOME.

20. AS NOTED IN THE ITALIAN PAPER, US REPROCESSING
TECHNOLOGY FOR POWER REACTOR FUELS IS NOW THE RESPONSIBI-
LITY OF PRIVATE INDUSTRY. ITALIAN FIRMS ARE FREE TO
CONTACT THE US FIRMS INVOLVED IN THIS FIELD WITH RESPECT
TO POSSIBLE COOPERATION. ANY PROPOSED COOPERATION, IF
AGREED UPON AT THE COMMERCIAL LEVEL WOULD BE SYMPATHETI-
CALLY REVIEWED BY THE US GOVERNMENT UNDER APPLICABLE
POLICIES AND PROCEDURES WHICH DEAL WITH THE TRANSFER
OF TECHNOLOGY IN THIS FIELD. WE ALSO WISH TO NOTE
SECRETARY KISSINGER'S PROPOSAL THAT NEW JOINT INITIATIVES
IN THE NUCLEAR AREA BE STUDIED BY THE IEA. SUCH A STUDY
COULD WELL LEAD TO SPECIFIC PROPOSALS FOR COOPERATION IN
THE REPROCESSING FIELD, WHICH WE BELIEVE IS PARTICULARLY
SUITABLE FOR THE APPLICATION OF MULTINATIONAL MECHANISMS
IN VIEW OF THE ECONOMIC AND SECURITY ASPECTS OF
REPROCESSING.

21. MANUFACTURING PROBLEMS. THE DESIGN AND MANUFACTURE
OF COMPONENTS AND EQUIPMENT FOR LIGHT WATER NUCLEAR
PLANTS IS THE RESPONSIBILITY OF PRIVATE INDUSTRY IN THE
UNITED STATES. COOPERATION BETWEEN ITALIAN AND US
FIRMS IS CURRENTLY UNDERWAY THROUGH COMMERCIAL LICENSING
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ARRANGEMENTS FOR THE TRANSFER OF TECHNOLOGY.

22. THE UNITED STATES IS PRESENTLY COOPERATING WITH ITALY IN AN EXCHANGE ARRANGEMENT WITH THE NUCLEAR REGULATORY COMMISSION IN THE AREAS OF LIGHT WATER REACTOR SAFETY AND REGULATORY MATTERS AND SIGNIFICANT INFORMATION REGARDING OPERATING AND MAINTENANCE PROBLEMS AND THEIR RESOLUTION IS AVAILABLE THROUGH THIS CHANNEL.

23. FINANCING. THE ITALIAN WORKING PAPER NOTED THE MAGNITUDE OF OVERALL FINANCING REQUIREMENTS FOR THE TWENTY POWER STATION PROGRAM -- SOME \$16 BILLION AT CURRENT PRICES. AS THE ITALIAN DELEGATION POINTED OUT AT THE MAY 12 MEETING, A PROGRAM OF SUCH DIMENSIONS WILL REQUIRE INPUT FROM A MULTIPLICITY OF FINANCING SOURCES, DOMESTIC AND INTERNATIONAL. TRADITIONAL EXISTING CHANNELS WILL HAVE TO BE SUPPLEMENTED. THE ITALIAN DELEGATION EXPRESSED THE HOPE THAT EXIM CAN BE COUNTED UPON TO CONTINUE TO FINANCE A PORTION OF THE ITALIAN REACTOR PROGRAM.

24. THE ISSUE OF FINANCING IS CLEARLY ONE OF THE KEY PROBLEMS CONFRONTING ALL COUNTRIES WHICH HAVE COMMITTED THEMSELVES IN THE NUCLEAR SECTOR. THE UNITED STATES IS SYMPATHETIC TO ITALY'S EFFORTS TO SEEK A VARIETY OF FINANCING SOURCES FOR ITS PROGRAM. BOTH SECRETARY KISSINGER AND EXIM-BANK CHAIRMAN CASEY HAVE RECENTLY ADDRESSED THE PROBLEM -- THE SECRETARY IN HIS MAY 27 SPEECH AT THE IEA MINISTERIAL MEETING AND CHAIRMAN CASEY IN AN APRIL 17 ADDRESS IN COPENHAGEN TO AN INTERNATIONAL CONFERENCE ON NUCLEAR POWER AND THE MONEY MARKET. IN HIS IEA SPEECH THE SECRETARY NOTED THAT THE ENORMOUS AMOUNTS OF FINANCING WHICH WILL BE REQUIRED FOR NUCLEAR PROGRAMS WILL SEVERELY STRAIN EXISTING CAPITAL MARKETS. THIS IS A PROBLEM WE INTEND TO ADDRESS IN THE IEA IN THE CONTEXT OF A COOPERATIVE NUCLEAR PROGRAM -- AN ASSESSMENT OF THE MAGNITUDE OF OVERALL FINANCING REQUIREMENTS AS WELL AS CONSIDERATION BY THE AGENCY OF HOW OUR GOVERNMENTS -- INDIVIDUALLY AND COLLECTIVELY -- CAN ASSIST IN MEETING THOSE REQUIREMENTS.

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25. EXIM-BANK HAS HAD A LONG AND FRUITFUL RELATIONSHIP WITH ITALY THROUGH IMI. ALTHOUGH THE BANK'S RESOURCES ARE LIMITED BY CONGRESSIONAL ANNUAL LOAN AUTHORIZATION LIMITS -- FOR EXAMPLE SOME \$3.4 BILLION IN FISCAL YEAR 1975 -- IT LOOKS FORWARD TO A CONTINUED ROLE IN FINANCING THE CONSTRUCTION OF ITALIAN NUCLEAR POWER PLANTS ON A PROJECT-BY-PROJECT BASIS. EXIM-BANK HAS BEEN NEGOTIAT-

ING WITH IMI A REQUEST FOR \$70 MILLION OF FINANCING OF
US COSTS FOR ENEL 6 AND 8. THE BANK HAS EXPRESSED ITS
WILLINGNESS TO ISSUE THIS PRELIMINARY COMMITMENT ONCE THE
BALANCE OF NECESSARY FINANCING FOR THE REMAINDER OF THE
PROJECT HAS BEEN FIRMLY COMMITTED AND SECURED. THE
BANK HAS RECENTLY BEEN ADVISED THAT THE ITALIAN INTER-
MINISTERIAL ECONOMIC PLANNING COMMITTEE (CIPE) STILL HAS
UNDER CONSIDERATION THE ENTIRE NUCLEAR REACTOR PROGRAM

OF WHICH ENEL 6 AND 8 ARE A PART, AND THAT CERTAIN
PLANT SITING AND DOMESTIC FINANCING PROBLEMS REMAIN
UNRESOLVED. END TEXT. KISSINGER UNQUOTE KISSINGER

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